

## ECONOMY

### DIVERSIFICATION AND JOB FORMATION

**ISSUE:** The rate of economic growth and development in Memphis is lower than other cities in the region.

**GOAL:** Attract and expand industry to diversify the economic base, produce needed jobs and raise wages.

**POLICY 1:** AN ECONOMIC DEVELOPMENT PROGRAM WILL BE DESIGNED TO ENCOURAGE EXPANSION OF EXISTING INDUSTRIES, TO ATTRACT NEW INDUSTRIES, AND TO FORM NEW LOCAL BUSINESSES.

#### STRATEGY:

1.1 Serve local industries through offering a variety of techniques and incentives for expanding the existing businesses.

Agency: Chamber of Commerce, Tennessee Economic and Community Development

1.2 Prepare and nationally market a package of state and local inducements which will attract new industries and help new businesses form, such as availability of appropriate sites, public facilities, property tax incentives, industrial development bonds, and training inducements.

Agency: Chamber of Commerce, Tennessee Economic and Community Development

1.3 Create a state Industrial Revenue Bond Guaranty Program targeted to helping small businesses.

Agency: State Legislature

1.4 Identify a level of need for industrial land and maintain an inventory of industrially zoned land for all categories.

Agency: OPD, Chamber of Commerce, Tennessee Economic and Community Development, MLG&W

1.5 Encourage the development of local enterprise zones to provide a package of incentives for redevelopment of commercial and industrial uses.

Agency: OPD

**POLICY 2:** SPECIAL EMPHASIS OF THE ECONOMIC DEVELOPMENT PROGRAM WILL BE ON INCREASING EMPLOYMENT, UPDATING PRODUCTION PROCESSES AND UPGRADING PRODUCTIVITY AND WAGE LEVELS.

#### STRATEGY:

2.1 Base the approval of the economic development program incentives on the ability of the industry to increase or retain employment to meet the emphasized upgrading of production processes, productivity and wage levels.

Agency: OPD, Chamber of Commerce, Industrial Development Board, Tennessee Economic and Community Development, CCRFC

**POLICY 3:** THE SKILL LEVEL, EXPERTISE AND TRAINING POTENTIAL OF THE LOCAL LABOR FORCE WILL BE MARKETING TO ATTRACT OR START NEW TYPES OF INDUSTRY.

**STRATEGY:**

3.1 Develop a marketing program highlighting the strengths and potentials of the local labor force.

Agency: OPD, Chamber of Commerce

**POLICY 4:** THE REGIONAL MEDICAL CENTER WILL BE ENCOURAGED TO EXPAND IN RESEARCH AND DEVELOPMENT AND ACADEMIC ACTIVITY.

**STRATEGY:**

4.1 Identify and rezone suitable land in the Downtown-Medical Urban Center and other areas of the City and County for research and development and academic uses.

Agency: OPD

4.2 Create a committee to coordinate the attraction and expansion of the Medical Center, particularly in medical research.

Agency: University of Tennessee, Chamber of Commerce

**POLICY 5:** MEMPHIS WILL BE DEVELOPED AND MARKETING AS A CONVENTION AND TOURIST DESTINATION.

**STRATEGY:**

5.1 Create and adequately fund one agency to provide the coordination, planning and marketing expertise for promoting the various attractions to make Memphis a tourist destination.

Agency: City of Memphis, Shelby County, State of Tennessee

5.2 Develop a long-term marketing strategy to be executed in stages to promote the city as a tourist destination on a regional, national and international scale.

Agency: City of Memphis, Shelby County, State of Tennessee

5.3 Research the City's primary market to determine those aspects of Memphis which are most attractive and should be promoted.

Agency: City of Memphis, Tennessee Department of Tourist Development

5.4 Promote local attractions, such as the local music, the Mississippi River, the zoo and the agricenter.

Agency: Tourist Coordinating Agency

5.5 Encourage the formation of new attractions that promote tourism.

Agency: Tourist Coordinating Agency

- 5.6 Place a Tennessee Tourist Welcome Center in the downtown area for I-40 and I-55 traffic.  
Agency: Tennessee Department of Tourist Development, MPC
- 5.7 Develop a process to determine how to provide information signs and designate parking areas to make access to various convention and tourist attractions more convenient.  
Agency: CCC, MDPW
- 5.8 Encourage the development of Auction Square as a daytime cultural attraction (within walking distance of the convention center) as the site for a replica of the 1795 Spanish Fort San Fernando.  
Agency: Shelby County Historical Commission, Memphis Landmarks Commission, City and County Legislative Bodies

**POLICY 6:** MEMPHIS SHOULD EXPLOIT ITS WORLDWIDE POSITION AS AN AGRICENTER, ENCOURAGE THE EXPANSION OF THE EXISTING BASE AND ATTRACT NEW AGRICULTURAL RELATED RESEARCH AND DEVELOPMENT.

**STRATEGY:**

- 6.1 Continue to coordinate agribusiness, producers, research and development, and the public interest to develop Memphis as a major agricultural/agribusiness center.  
Agency: Mid-South/International Agricenter, Inc.
- 6.2 Initiate a short-term research effort with the Memphis State University Bureau of Business and Economic Research to develop a "data bank".  
Agency: BBER, Private Business
- 6.3 Develop a permanent, long-term research coordination entity.  
Agency: Agribusiness Council
- 6.4 Include Memphis' agriculture/agribusiness assets in all public relations campaigns for Memphis.  
Agency: City of Memphis, Shelby County, State of Tennessee, Chamber of Commerce

**POLICY 7:** THE DISTRIBUTION CAPABILITIES OF MEMPHIS WILL BE FURTHER COORDINATED AND NATIONALLY MARKETED.

**STRATEGY:**

- 7.1 Continue to develop UNIPORT presentations and marketing strategy.  
Agency: Chamber of Commerce, UNIPORT Coordinating Committee and Private Business
- 7.2 Identify and rezone suitable land to encourage additional river oriented industrial development.  
Agency: OPD, Corps of Engineers
- 7.3 Provide additional industrial sites on Presidents Island through subdividing and constructing public facilities to the west of existing development.  
Agency: Memphis-Shelby County Port Commission, OPD

- 7.4 Establish Foreign Trade Zones and Subzones for providing for the development of an import-export industry.  
Agency: City of Memphis
- 7.5 Consolidate the Memphis Riverfront Harbor Commission and the Memphis-Shelby County Port Commission and study the desirability of changing the Port Commission to an Authority.  
Agency: City of Memphis and Shelby County
- 7.6 Identify the UNIPORT areas and study the relationship of the Memphis UNIPORT with the Multi-Modal Corridor.  
Agency: UNIPORT Coordinating Committee, City of Memphis, Shelby County
- 7.7 Expand the development plans for the Memphis Port to attract river oriented support industries such as barge construction, salvage, drydock and refurbishing.  
Agency: MDPS, SPWD, Port Commission, OPD

**POLICY 8:** A BUSINESS CLIMATE WILL BE ACHIEVED WHICH OFFERS ECONOMIC AND SOCIAL AMENITIES CONSISTENT WITH THE NEEDS OF CORPORATE PERSONNEL TO ATTRACT CORPORATE HEADQUARTERS.

**STRATEGY:**

- 8.1 Respond to the special needs of local corporate headquarters.  
Agency: Chamber of Commerce, City and County Mayors
- 8.2 Promote the development of entertainment, sports, art, cultural and recreational facilities to create a climate attractive to corporate headquarters.  
Agency: Chamber of Commerce, Convention and Visitors Bureau
- 8.3 Develop an aggressive public relations and marketing program for presenting Shelby County as a corporate headquarters site.  
Agency: Chamber of Commerce
- 8.4 Identify a level of need for office uses and maintain an inventory of office-zoned land in all categories.  
Agency: OPD

**POLICY 9:** PROGRAMS WILL BE ESTABLISHED FOR FINANCIAL, TECHNICAL AND TRAINING ASSISTANCE FOR MINORITY WORKERS AND EMPLOYERS TO CREATE GREATER ECONOMIC OPPORTUNITIES AND INCOME POTENTIAL.

**STRATEGY:**

- 9.1 Create a Minority Economic Development Plan.  
Agency: OPD
- 9.2 Develop a community-controlled loan fund for small and minority businesses. (SBIC)  
Agency: Chamber of Commerce
- 9.3 Coordinate the delivery of existing technical assistance to minority enterprises.  
Agency: Chamber of Commerce
- 9.4 Provide training assistance for minorities and minority firms.  
Agency: Memphis Human Services Department, OPD
- 9.5 Develop local government and private sector purchasing policies for inclusion of minority enterprises.  
Agency: City and County Purchasing Departments, Minority and Regional Purchasing Council
- 9.6 Continue investigating discrimination in hiring practices.  
Agency: EEOC

**EDUCATION AND TRAINING**

**ISSUE:** Citizens are not receiving the education or skill training that would make them competitive in the job market.

**GOAL:** Increase the skill and education level of the local labor force.

**POLICY 10:** EVERY EFFORT MUST BE MADE TO KEEP STUDENTS IN THE SCHOOL SYSTEM UNTIL GRADUATION AND TO ENCOURAGE ADULTS TO RETURN FOR REMEDIAL EDUCATION.

**STRATEGY:**

- 10.1 Provide a full range of work-study opportunities to produce more employable graduates.  
Agency: City and County Boards of Education
- 10.2 Correlate course work with future job opportunities so that students can identify the relationship of current curriculum to future income and attempt to get advanced union standing for those with apprenticeship training.  
Agency: Labor Council, Educational Institutions, Job Service of Tennessee, Jobs for High School Graduates
- 10.3 Continually revise skill training programs to be responsive to job demands of the private sector.  
Agency: Educational Institutions, Labor Council, OPD

**POLICY 11:** THE LOCAL SCHOOL SYSTEMS WILL BE STRENGTHENED TO PROVIDE IMPROVED EDUCATIONAL OPPORTUNITIES, AND TO REVITALIZE THE SUPPORT AND PARTICIPATION OF THE COMMUNITY.

**STRATEGY:**

11.1 Restructure courses, upgrade teaching skills, improve the desegregation plan and provide equitable and adequate financial support for the public school system.

Agency: City and County Boards of Education

11.2 Encourage the incorporation of special programs to motivate students such as the business-school pairings in the "adopt a school" program.

Agency: Local businesses, industries, City and County Boards of Education

11.3 Develop a marketing program for the public school system to upgrade its image.

Agency: City and County Boards of Education

**POLICY 12:** EDUCATIONAL INSTITUTIONS WILL COORDINATE THEIR PROGRAMS TO EFFICIENTLY DELIVER TRAINING SERVICE.

**STRATEGY:**

12.1 Create a committee to develop and review curricula related to skill demand projections and to eliminate duplication in skill training programs.

Agency: Memphis Area Vocational Technical Educational Coordinating Committee (MAVTECC), Private Industry Council

12.2 Establish a permanent Governor's Job Training Council for the Memphis area to serve as the coordinating mechanism for businesses and industries seeking training or retraining assistance.

Agency: State of Tennessee

12.3 Commit a greater portion of state vocational education and adult training and retraining budget toward meeting the specific needs of better paying businesses and industries.

Agency: Shelby County Legislative Delegation, Tennessee General Assembly

12.4 Identify and maintain an inventory of unused and underused equipment and make the equipment available to all training agencies and programs.

Agency: Tennessee Department of Education

**POLICY 13:** A LABOR MARKET INFORMATION SYSTEM WILL BE CREATED PROVIDING WORKERS WITH KNOWLEDGE OF OPPORTUNITIES WHICH FULLY UTILIZE THEIR SKILLS.

**STRATEGY:**

- 13.1 Inform workers and businesses of opportunities that exist through an annual jobs market.  
Agency: Memphis State University Department of Manpower Studies, Tennessee Department of Employment Security
- 13.2 Develop a labor market information center with participation by local firms as well as public sector agencies.  
Agency: Tennessee Department of Employment Security, BBER

**PUBLIC FINANCES**

**ISSUE:** Memphis and Shelby County Government will experience a decline in real dollar revenues and a deteriorating economy if the existing tax structure and tax base are not enhanced. The local tax structure is supported by regressive taxes which tend to place the burden on those least able to pay.

**GOAL:** Develop a local tax structure which depends on a broad base of support which will ensure the resources to carry out sound fiscal policies.

**POLICY 14:** A BROAD TAX STRUCTURE WILL BE PROVIDED WHICH IS FAIR AND EQUITABLE.

**STRATEGY:**

- 14.1 Establish a committee to review the entire local tax structure and investigate the replacement of regressive taxes with progressive or proportional taxes.  
Agency: Jobs Conference
- 14.2 Contract for an evaluation of the State's existing tax structure.  
Agency: State of Tennessee, University of Tennessee
- 14.3 Examine questions of tax reform and make recommendations regarding changes in the tax structure in the form of a report to the Governor and Legislature.  
Agency: Tennessee Advisory Committee on Intergovernmental Relations

**POLICY 15:** A FISCAL POLICY WILL BE ADOPTED WHICH PROVIDES SUFFICIENT REVENUES TO MEET REQUIRED EXPENDITURES.

**STRATEGY:**

- 15.1 Develop standard operating procedures to establish uniformity of assessment for administration of the local property tax.  
Agency: Shelby County Tax Assessor's Office
- 15.2 Request that a re-evaluation of per capita allocations be prepared to ensure that Shelby County is receiving its fair share of state tax dollars.  
Agency: BBER

- 15.3 Investigate the benefits of consolidation of the Memphis and Shelby County governments.  
Agency: City and County Mayors

**POLICY 16:** PUBLIC SERVICES WILL BE PROVIDED WHICH ARE CONSISTENT WITH THE REQUIREMENTS FOR ADVANCED ECONOMIC DEVELOPMENT.

**STRATEGY:**

- 16.1 Evaluate the current level of public services to determine if they are at levels currently demanded for advanced economic development.  
Agency: OPD

**ENERGY**

**ISSUE:** Rising industrial utility rates, dependency on natural gas, and the lack of energy conservation programs can inhibit industrial growth.

**GOAL:** Promote industrial development through affordable and dependable energy sources.

**POLICY 17:** ENERGY POLICIES SHOULD BE COORDINATED LOCALLY TO ENSURE CONSISTENCY.

**STRATEGY:**

- 17.1 Assign Memphis Light, Gas and Water Division the energy leadership responsibility.  
Agency: City of Memphis, Shelby County
- 17.2 Appoint a citizen technical policy advisory committee to include the Memphis State University Engineering Department, Mid-South Solar Society, Mid-South Energy Management Organization, and Local Industry to assist Memphis Light, Gas and Water Division.  
Agency: City and County Mayors

**POLICY 18:** ENERGY CONSERVATION PROGRAMS WILL BE IMPLEMENTED TO PRESERVE AN ADEQUATE FUEL SUPPLY FOR A GROWING ECONOMY.

**STRATEGY:**

- 18.1 Continue and expand programs such as low cost loans for insulation which aid consumers to cut energy needs.  
Agency: MLG&W, TVA
- 18.2 Educate citizens of the need to conserve all types of energy.  
Agency: Educational Institutions, MLG&W



**POLICY 19:** A FAIR AND EQUITABLE RATE STRUCTURE WHICH SERVES AS AN ENHANCEMENT TO ECONOMIC DEVELOPMENT WILL BE INSTITUTED FOR ALL CATEGORIES OF USERS.

**STRATEGY:**

19.1 Ensure that energy costs for industry do not rise more rapidly than in other parts of the country.

Agency: MLG&W, City and County Legislative Bodies

19.2 Require that all rate increases be based on the cost of service.

Agency: City and County Legislative Bodies

**POLICY 20:** ENERGY SOURCES WILL BE DIVERSIFIED TO PREVENT DEPENDENCE UPON ANY ONE POTENTIALLY INTERRUPTABLE SOURCE.

**STRATEGY:**

20.1 Investigate the feasibility of new sources of energy including co-generation plants, synthetic fuel, solar installations, wood, biomass, lignite and harnessing energy from the Mississippi River current.

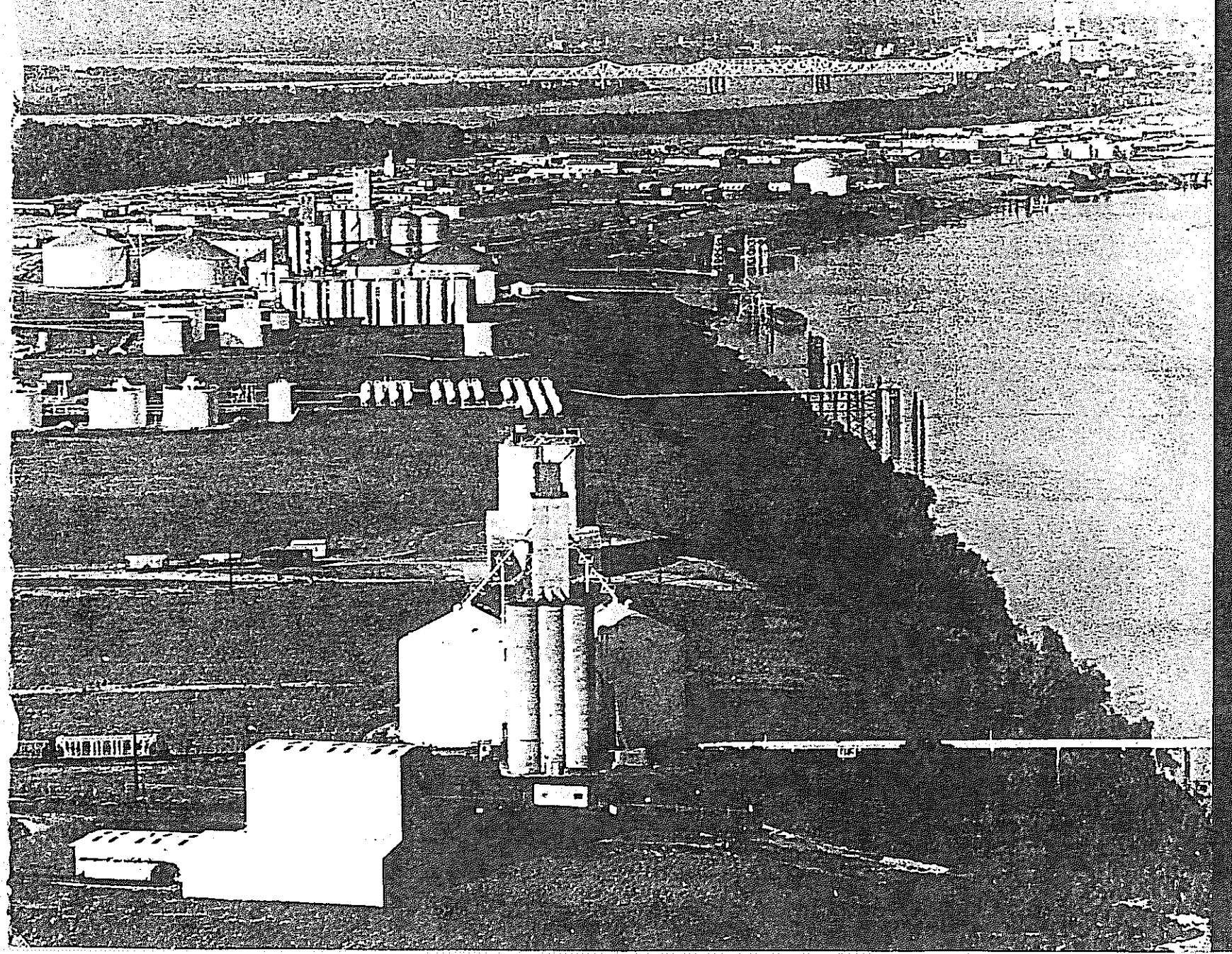
Agency: MLG&W, Citizens Technical Policy Advisory Committee

20.2 Develop an environment in Memphis conducive to attracting energy technology industries, including developing an energy research laboratory.

Agency: Jobs Conference Energy Committee, MLG&W, Memphis State University

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**Photograph on previous page - Aerial view of Laurelwood Shopping Center and surrounding residential areas.**



# E C O N O M Y

Photograph on previous page - Aerial view of Presidents Island Industrial Park with downtown Memphis in the background.

## LAND USE

### FLOODING AND FLOODPLAIN DEVELOPMENT

**ISSUE:** Development within the floodplain may expose property to flood hazard and reduces the capability of the stream system to carry flood water safely. In addition, unique natural areas and habitats may be damaged or destroyed.

**GOAL:** Use wisely areas subject to flooding, taking into account the desirability of protecting unique areas and habitats.

**POLICY 21:** MEMPHIS AND SHELBY COUNTY WILL PARTICIPATE IN THE REGULAR PHASE OF THE NATIONAL FLOOD INSURANCE PROGRAM.

**STRATEGY:**

21.1 Adopt local ordinances which conform to the minimum current National Flood Insurance Program requirements.

Agency: OPD, MBD, SBD

**POLICY 22:** FLOODPLAIN AREAS WILL BE MANAGED BY A COORDINATED FLOOD MANAGEMENT PLAN.

**STRATEGY:**

22.1 Prepare a Flood Management Plan which is consistent with the National Flood Insurance Program.

Agency: Corps of Engineers, CBA, SCS

22.2 Adopt a local ordinance which penalizes parties who fail to comply with Corps of Engineers 404 permit procedures.

Agency: Memphis and Shelby County Legal Departments, OPD, Corps of Engineers

22.3 Provide for formal density incentives and investigate the use of tax incentives to lessen floodplain development.

Agency: OPD, MDFA, SAFD, Shelby County Tax Assessor's Office

22.4 Develop a greenbelt system as identified in the flood management plan by retaining the most suitable publicly owned property and acquiring property through purchase, easement or donation.

Agency: CBA, MPC, SCB, Memphis and Shelby County Real Estate Offices

22.5 Request that the State transfer state owned land adjacent to the I-240 North Expressway to the appropriate local government agency as agreed in the State's request for a 404 permit.

Agency: CBA, MPC, SCB

**POLICY 23:** COST EFFECTIVE FLOOD CONTROL ACTIVITIES OF THE CHICKASAW BASIN AUTHORITY WILL BE ENCOURAGED AND SUPPORTED.

**STRATEGY:**

- 23.1 Seek state and federal funding to implement flood control plans of the Chickasaw Basin Authority.  
Agency: Shelby County State Legislators, Tennessee Congressmen

**URBAN STORMWATER RUNOFF**

**ISSUE:** Urban development creates impervious surfaces increasing the amount and rate of stormwater runoff and flood hazard potential.

**GOAL:** Reduce runoff from new development where appropriate to lessen its adverse impact.

**POLICY 24:** MEASURES TO CONTROL THE AMOUNT AND RATE OF STORMWATER RUNOFF SHOULD BE ENCOURAGED IN NEW DEVELOPMENTS.

**STRATEGY:**

- 24.1 Change the subdivision regulations to allow the use of performance standards for controlling runoff through such options as stormwater retention facilities, landscaping or grass lined swales.

Agency: OPD, MDPW, SPWD

- 24.2 Provide for formal density incentives for reducing the amount and/or rate of runoff.

Agency: OPD

**SOIL EROSION**

**ISSUE:** The erodibility of soils in Shelby County makes them extremely sensitive to poor agricultural and development practices.

**GOAL:** Decrease the rate of soil erosion.

**POLICY 25:** THE AMOUNT OF SOIL LOSS DUE TO EROSION WILL BE REDUCED.

**STRATEGY:**

- 25.1 Institute erosion control practices on public lands.

Agency: SPWD, MDPW, MPC, SCB

- 25.2 Investigate the inclusion of erosion and sedimentation control measures within local current land use controls.

Agency: OPD

**WATER QUALITY**

**ISSUE:** Large amounts of sediment, agricultural chemicals and waste materials are added to local streams and lakes through poor land management practices. In addition, surface contaminants may leak into the underground water supply.



**GOAL:** Control land management practices and waste disposal methods to maintain high water quality in area streams and lakes.

**POLICY 26:** LAND MANAGEMENT PRACTICES WILL BE CONTROLLED TO REDUCE SEDIMENT AND IMPROVE WATER QUALITY OF THE AREA'S STREAMS AND LAKES.

**STRATEGY:**

26.1 Maintain a comprehensive stream monitoring program.

Agency: MSHD

26.2 Establish a four acre minimum lot size and a twenty lot maximum for subdivisions using septic tanks.

Agency: OPD, MSD, SPWD

**POLICY 27:** LOCAL, STATE AND FEDERAL REGULATIONS TO CONTROL POLLUTION FROM DISPOSAL SITES AND TREATMENT PROCESSES WILL BE FOLLOWED.

**STRATEGY:**

27.1 Identify and secure abandoned dumps and disposal sites.

Agency: MDPW, SPWD, MSHD

27.2 Identify and protect local aquifer recharge areas from significant harm.

Agency: OPD, MSHD

27.3 Establish a statewide program to protect aquifer recharge areas from significant harm.

Agency: Tennessee Department of Public Health

27.4 Establish a program to work with industries to solve problems of industrial waste treatment.

Agency: MDPW

27.5 Ensure that adequate resources are available for the enforcement of pollution discharge permit requirements.

Agency: Tennessee Department of Public Health, MSHD

27.6 Prevent the leaching or runoff of hazardous wastes and institute corrective measures for existing problems.

Agency: Tennessee Department of Public Health, MSHD

**AIR QUALITY**

**ISSUE:** Large areas of Shelby County are designated as non-attainment areas for three pollutants (ozone, carbon monoxide and particulates). This pollution not only has an adverse impact upon public health, but can restrict continued industrial development.

**GOAL:** Encourage a land use pattern and transportation network which assists in attaining air quality standards.

**POLICY 28:** APPLICABLE FEDERAL AIR QUALITY STANDARDS AND REQUIREMENTS WILL BE ATTAINED AND EXCEEDED SO THAT THE COMMUNITY CAN ATTRACT NEW INDUSTRY.

**STRATEGY:**

- 28.1 Change the existing comprehensive monitoring program to one cost shared by government and industry.  
Agency: OPD, MSHD
- 28.2 Establish a vehicle inspection and maintenance program to reduce auto emissions if necessary to meet Clean Air Act requirements.  
Agency: OPD, MGSD
- 28.3 Develop more park-and-ride locations in urban fringe areas.  
Agency: OPD, MATA
- 28.4 Assist industry in solving air pollution problems and financing air pollution control equipment and measures.  
Agency: OPD, IDB
- 28.5 Investigate the benefits of an ongoing locally managed computer assisted ridesharing program.  
Agency: OPD
- 28.6 Develop legislation to expand local control over air and water quality in Shelby County.  
Agency: MSHD

**NOISE POLLUTION**

**ISSUE:** Noise levels at certain locations often exceed federally set guidelines, create health hazards and reduce the quality of the living environment. Sources of excessive noise are railroads and switchyards, major thoroughfares, airports and some industries.

**GOAL:** Reduce the adverse impact of noise from major sources.

**POLICY 29:** THE IMPACT OF HAZARDOUS NOISE LEVELS WILL BE REDUCED.

**STRATEGY:**

- 29.1 Enforce the existing local noise ordinance.  
Agency: MPD
- 29.2 Amend the zoning ordinance, subdivision regulations and building codes to include noise reduction techniques in hazardous noise areas.  
Agency: OPD
- 29.3 Designate land for non-residential use in hazardous noise areas such as those surrounding the airport.  
Agency: OPD, Airport Authority, Chamber of Commerce